

DEPARTMENT OF PLANNING  
STAFF REPORT

**BOARD OF SUPERVISORS/PLANNING COMMISSION  
JOINT PUBLIC HEARING**

**DATE OF HEARING:** DECEMBER 18, 2008

**SUBJECT:** CPAM 2008-0002, PUGAMP/ FIELDS FARM-LCPS

**DECISION DEADLINE:** 90 Days from Planning Commission Action

**ELECTION DISTRICT:** Blue Ridge

**PLANNER:** Michael "Miguel" Salinas

**EXECUTIVE SUMMARY**

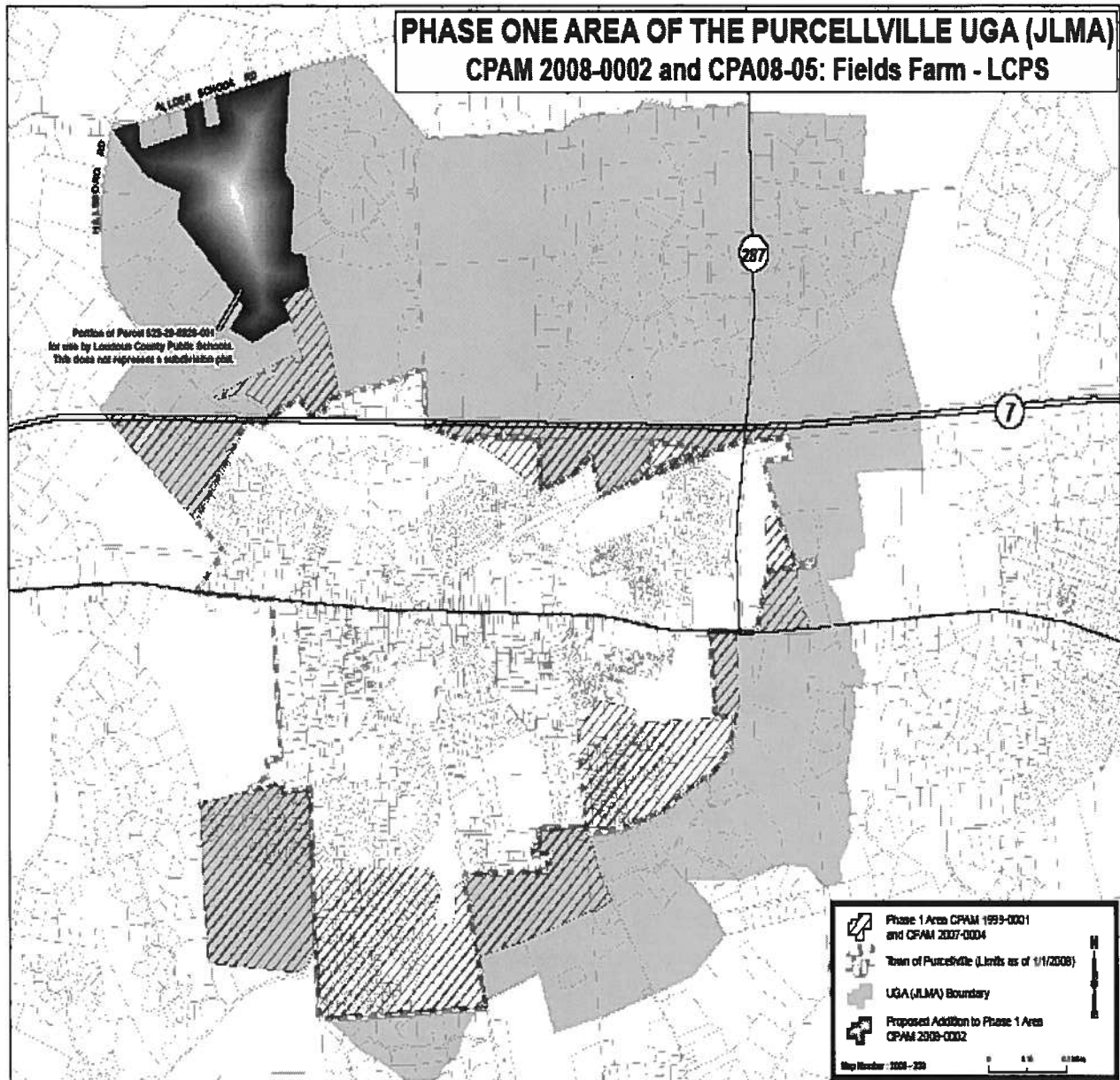
At a November 3, 2008 Loudoun County ("County") Business meeting, the Board of Supervisors ("Board") initiated a Comprehensive Plan Amendment (CPAM) to the Purcellville Urban Growth Area Management Plan (PUGAMP) to add the remaining portion of the Fields Farm property ("subject property"), consisting of approximately 184 acres of land owned by the County, to the Phase I area of the Urban Growth Area (UGA)(Attachment 1). Property within the Phase I area may be considered for annexation by the Town of Purcellville and may be considered to be served by central utilities from the Town. No text changes are proposed with this CPAM.

The Phase I area of the Purcellville (UGA), also known as the Joint Land Management Area (JLMA), was identified through approval of CPAM 1999-0001. The Joint Policies Review Committee (JPRC) voted on February 28, 2008 to recommend initiation of plan amendments at the Town and County to amend the phasing plan. Approval of CPAM 2008-0002 would be in conformance with the recommendations of the JPRC and would bring the subject property into Phase I to be consistent with the remaining 44-acre portion of Fields Farm currently in Phase I (CPAM 2007-0004, Upper Loudoun Youth Football League). In addition, approval of the CPAM, and inclusion of the remaining 184-acre portion of Fields Farm into Phase I, can provide a mechanism for the Town, County, and LCPS to reach agreement to allow uses on the subject property to be developed and served with Town central utilities.

The subject property is part of a larger 230-acre parcel of land commonly referred to as "Fields Farm". The subject property is located on the south side of Alder School Road (Route 711), north of Harry Byrd Highway (Route 7 Bypass) and east of Hillsboro Road (Route 690). The subject property is zoned JLMA-3 (Joint Land

Management Area-3) which permits residential development up to 1 dwelling unit per 3 acres.

### VICINITY MAP



Directions: From Leesburg, take Route 7 (Harry Byrd Highway) west to the Route 287 exit in Purcellville. Turn left (south) on Route 287, proceed under the Route 7 overpass, and turn right on Hirst Road. Proceed west on Hirst Road until it ends at Route 690 (21st Street North/Hillsboro Road). Turn right (north) on Route 690, and proceed across the bridge over Route 7. Drive approximately 1 mile to the intersection with Route 711 (Alder School Road) and turn right. The driveway to enter the property is located at Mountain View Elementary School on the right (south) side of Alder School Road and is approximately 2,000 feet east of the Route 690/Route 711 intersection.

## **RECOMMENDATIONS**

Staff recommends approval of this application based on the following Findings:

1. The proposed amendment is in accord with Phasing Guidelines contained in the Purcellville Urban Growth Area Management Plan and CPAM 1999-0001.
2. The proposed amendment is in conformance with the recommendations of the JPRC and would bring the subject property into Phase I consistent with the remaining 44-acre portion of Fields Farm.

## **SUGGESTED MOTIONS**

### **Planning Commission**

1. I move that the Planning Commission forward CPAM 2008-0002, Fields Farm – LCPS, to the Board of Supervisors with a recommendation of approval with the Findings contained in the December 18, 2008 Staff Report.

OR,

2. I move that the Planning Commission forward CPAM 2008-0002, Fields Farm - LCPS, to a Planning Commission work session for further discussion.

### **Board of Supervisors**

1. I move that the Board of Supervisors forward CPAM 2008-0002, Fields Farm - LCPS, to a Board Business meeting for action.

OR,

- 2A. I move to suspend the rules.

AND

- B. I move that the Board of Supervisors approve CPAM 2008-0002, Fields Farm – LCPS, based on the findings in the December 18, 2008 staff report.

OR,

3. I move an alternate motion.

## **I. BACKGROUND**

At a November 3, 2008 Business Meeting, the Board of Supervisors ("Board") initiated a Comprehensive Plan Amendment (CPAM) to the Purcellville Urban Growth Area Management Plan (PUGAMP) to add the remaining portion of the Fields Farm property ("subject property"), consisting of approximately 184 acres of land owned by the County, to the Phase I area of the Urban Growth Area (UGA)(Attachment 1). Property within the Phase I area may be considered for annexation by the Town of Purcellville and may be considered to be served by central utilities from the Town. No text changes are proposed with this CPAM.

Both the Town and County approved a plan amendment to change the PUGAMP Phasing Plan to include approximately 44-acres of the Fields Farm property within the Phase I area of the UGA/JLMA. The subject property represents the remaining portion of the Fields Farm property, including the existing Mountain View Elementary School, and the site of a proposed future Loudoun County Public School's (LCPS) high school (HS-3) with associated recreational facilities (SPEX 2004-0009).

The subject property is zoned JLMA-3 (Joint Land Management Area-3) which permits residential development up to 1 dwelling unit per 3 acres.

## **II. ANALYSIS**

### **A. Town of Purcellville/County of Loudoun Annexation Agreement and PUGAMP**

The Town and County adopted an Annexation Agreement in 1994. The highlights of agreement are as follows:

- Applies to the Urban Growth Area, or UGA (now known as the JLMA);
- Defines annexation rights for the Town for this area pursuant to the Code of Virginia by allowing the Town to annex any or all of the UGA/JLMA through adoption of an ordinance after proper notification of surrounding property owners and public hearings;
- Allows the Town to annex any or all of the UGA/JLMA when it deems appropriate;
- Establishes the process for adopting a joint comprehensive plan between the Town and County for the UGA/JLMA;
- Establishes the general policy parameters for the joint plan, including the stipulation that development within the UGA/JLMA shall be in conformance with the plan; and
- Establishes the Joint UGA/JLMA Policies Review Committee (JPRC) and its responsibilities

The Agreement also addresses various Town and County commitments that had to be achieved prior to the effective date of the Agreement, land development procedures for property in the UGA/JLMA, and how to handle properties that were rezoned with proffers prior to the approval date of the Annexation Agreement.

In response to the direction provided in the Annexation Agreement, a comprehensive plan known as the PUGAMP was jointly adopted by the Town and County in 1995 to provide policy and land use guidance for the UGA/JLMA. The PUGAMP contained general phasing guidelines and directed the future adoption of more detailed phasing guidelines following completion of a water and sewer master plan for the Town (Attachment 2). The phasing guidelines in the PUGAMP stated that future phasing policies would include a preferred development plan for the next 10 years which identified preferred development areas based on the following objectives:

- a. Encouraging the natural expansion of the Town in areas contiguous to the Town;
- b. Phasing development to coincide with incremental improvements to the sewer and water system;
- c. Providing for a transition from suburban densities within the UGA to rural densities outside the UGA (PUGAMP, Chapter 7, Phasing, Policy 2).

In 1999, the Town and the County approved an amendment to the PUGAMP (CPAM 1999-0001) that provided phasing guidelines for land in the UGA/JLMA and guidance to the Town and County in determining the timeliness and appropriateness of the development and annexation of property located in the UGA/JLMA. The amendment included a map that identified the boundaries of a Phase I ten-year growth plan (Attachment 3). The 1999 amendment provided additional policies that identified only those properties within Phase I of the UGA/JLMA to be eligible for annexation by the Town.

The PUGAMP continues to serve as the primary comprehensive planning document for Fields Farm and the larger UGA/JLMA. In 2003, the Town and the County officially began a joint review to comprehensively update the information, policies, maps, and the phasing plan in PUGAMP (CPAM 2003-0001). Following public hearings by the County BOS, the PUGAMP update was placed on hold in 2006 pending resolution of outstanding issues.

#### **B. Background- Subject Property**

On March 1, 2005, a request was made by the County and LCPS to the JPRC to consider an out of phase development for the entire 230-acre Fields Farm property. The JPRC discussed this request on June 15, 2005, and decided that the request met the criteria specified in the PUGAMP for further consideration. The JPRC also recommended that the request be folded into the ongoing PUGAMP review (CPAM 2003-0001). CPAM 2003-0001, however, was put on hold pending resolution of outstanding issues. As such, the request to include the Fields Farm property in the phasing plan was also put on hold. The JPRC then met on November 19, 2007 and voted to recommend a plan amendment to change the PUGAMP Phasing Plan for 44 acres of the Fields Farm property with proposed uses by the Upper Loudoun Youth Football League (ULYFL). Subsequently, both the Town Council (CPA07-03) and Loudoun County (CPAM 2007-0004) approved plan amendments to add the ULYFL 44-acre portion of Fields Farm to Phase I of the UGA/JLMA.

The JPRC then met on February 28, 2008 to consider a request by Loudoun County to add the remaining 184-acre portion of Fields Farm to Phase I of the UGA/JLMA under the

phasing guidelines of the PUGAMP. By a vote of 4-0, the JPRC moved that the request be moved forward and that plan amendments from the Town and County be initiated to include the remainder of the property in the PUGAMP phasing plan subject to receipt of a revised letter by March 3, 2008 from the County that updated the subject acreage to be considered. In conformance with the motion, Loudoun County delivered a letter on March 3, 2008 that renewed and restated the original March 1, 2005 request to move forward with an amendment to the PUGAMP to bring the entire Fields Farm property into Phase I, including the remaining approximately 184 acres, subject to the initiation of plan amendments from the Town and County, as recommended by the JPRC (Attachment 4).

At the November 3, 2008 Business Meeting, the Loudoun County Board of Supervisors initiated an amendment to the PUGAMP to add the remaining 184-acre portion of the Fields Farm property to the Phase I area of the UGA/JLMA. The Town is also proceeding to a public hearing and action on the request.

#### **B. Staff Analysis**

As a jointly adopted plan, any changes or amendments to the PUGAMP must be agreed to by both the Town and the County. The plan amendment adopted in 1999 (CPAM 1999-0001) contains policies that allow any landowner of property contiguous to the Town, but outside of Phase I, to request an amendment to the phasing guidelines and the PUGAMP in accord with the policies set forth in Chapter 7, Section A of the PUGAMP, to be included within the Phase I area, eligible for annexation by the Town, and to allow for out of phase development of such property. Such requests may be made once a year and accepted for review on March 1 and the policies direct that the JPRC will consider the requests using criteria outlined in the PUGAMP. If the JPRC finds that the proposal meets one or more of the criteria, the proposal is forwarded to the Town and the County for consideration through the processing of a plan amendment.

As previously mentioned, on June 15, 2005, the JPRC determined that the request to add the Fields Farm property, including the 184 portion subject to this application, to Phase I of the UGA/JLMA met the criteria specified in the PUGAMP for consideration. Approval of CPAM 2008-0002 would be in conformance with the recommendations of the JPRC and would bring the subject property into Phase I to be consistent with the remaining 44-acre portion of Fields Farm.

Although the PUGAMP ultimately envisions the entire JLMA to be annexed by the Town, the aforementioned 1999 PUGAMP plan amendment recognized that given utility limitations, such growth needed to be phased. At the time of the amendment, the guidelines were premised on assuring a nexus between available and planned utility capacity and projected demand/usage. The geographic area that was identified as Phase I was deemed the logical expansion area for future development based on existing utility infrastructure and based on growth trends for a 10-year period. The amendment includes the following:

- Only properties that are contiguous to the corporate limits of the Town are eligible to apply for annexation into the town; and

- Unless amended by joint action of the Town and Loudoun County, only those properties that are located in the 10-year growth plan identified as Phase I of the Urban Growth Area (JLMA) will be considered for annexation; and
- Annexation and development of property in Phase I of the UGA must be within the capability of the Town to provide an adequate water supply and water and sewer plant capacity pursuant to the Towns' adopted Capital Improvement Program and pursuant to a plan of phasing incorporated within the annexation and zoning process that insures the Town's ability to provide water and sewer plant capacity in a timely and efficient manner consistent with the Town's CIP.

The Town has comprehensively assessed water demand and supply through a recent study that was presented to the Town Council in December of 2007. The Town has not provided a specific utility analysis to the County regarding the addition of this property to the phasing plan. However, no outstanding issues have been identified regarding the ability to serve the project. As such, County staff have no objection to the approval of the plan amendment.

Approval of the CPAM, including the remaining 184-acre portion of Fields Farm into Phase I, can provide a mechanism for the Town, County, and LCPS to reach agreement to allow uses on the subject property to be developed and served with Town central utilities. Once a property is determined to be contiguous to the corporate limits and within Phase I, the Town's annexation process would require submittal of an application for annexation and a utility agreement. The Town and an applicant then proceed with negotiations on the proposed annexation and utility agreements. However, inclusion in Phase I of the UGA/JLMA does not necessarily ensure annexation and central utility provision. Rather, inclusion in the Phase I area simply allows a property owner to proceed to the next step in the process which would be submission of an annexation application and a utility agreement to the Town for further consideration. Additionally, the Town's annexation guidelines require at least two public input sessions and then a Town Council Public Hearing before voting on an annexation request. In the event the parties cannot reach an agreement, the 184-acre portion of Fields Farm subject to this application will remain outside the Town corporate limits and will be developed with onsite, individual water supply and sewage disposal facilities.

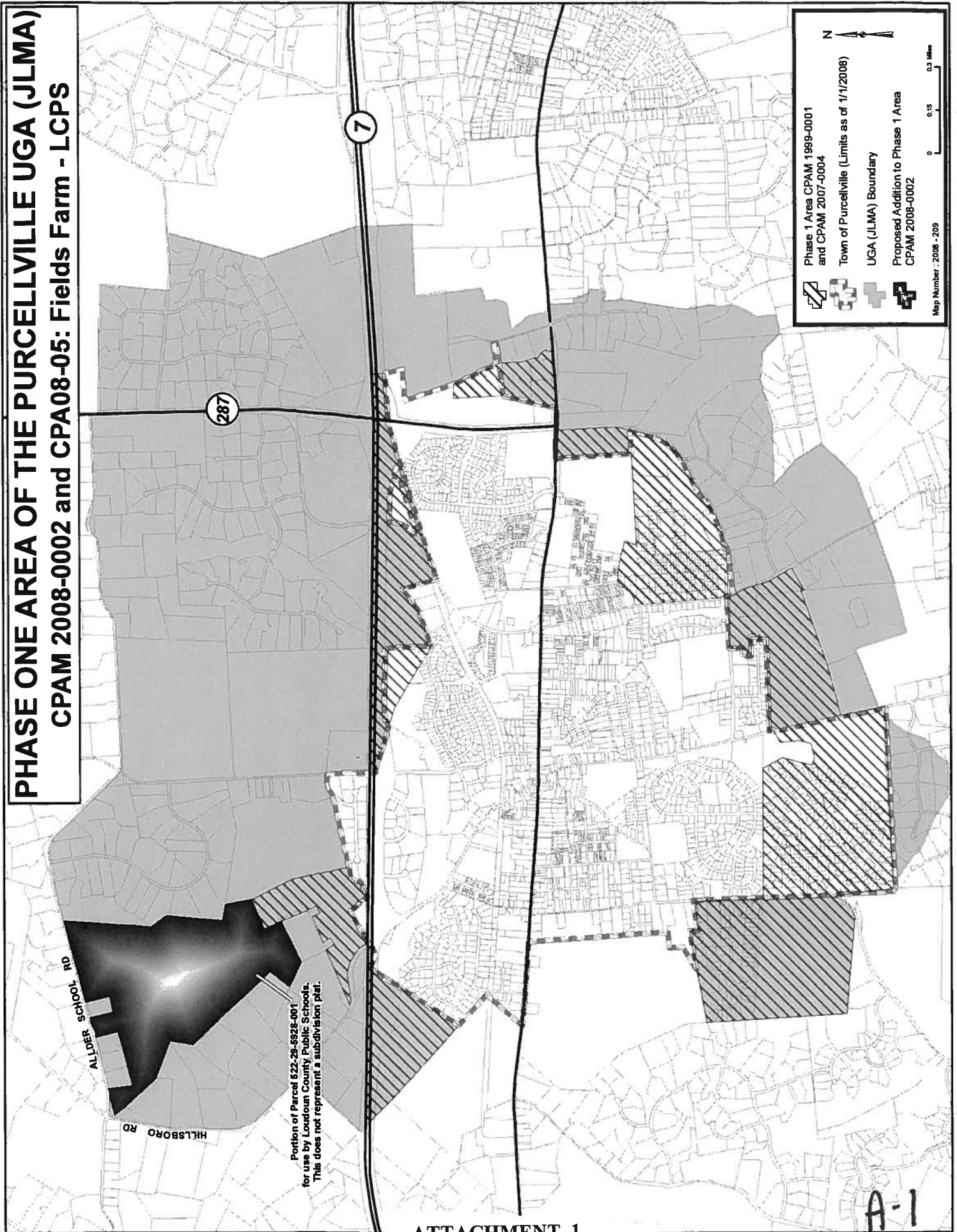
#### **IV. ATTACHMENTS**

1. Proposed Phase I Area Map, p. A-1
2. PUGAMP, Chapter 7 phasing guidelines, p. A-3
3. CPAM 1999-0001, Amendment to PUGAMP to Include Phasing Guidelines, p. A-5
4. Letter from Loudoun County to JPRC, March 3, 2008 with attachment, p. A-11

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# **PHASE ONE AREA OF THE PURCELLVILLE UGA (JLMA)** **CPAM 2008-0002 and CPA08-05: Fields Farm - LCPS**



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## *A. Phasing*

The desire for orderly development and development at a pace that would not overwhelm the existing Town of Purcellville was expressed throughout the PUGAMP plan process. In an effort to provide guidance for future development in the UGA, and to assure that future development can be adequately served by utilities, the PUGAMP includes the following phasing guidelines to be implemented upon completion of the Town's Sewer and Water Master Plan.

### *Phasing Guidelines*

1. A series of phasing policies for the Purcellville Urban Growth Area will be established following completion of the Sewer and Water Master Plan. Ultimate densities for the UGA will also be established once the Sewer and Water Master Plan is complete.
2. The future phasing policies will include a preferred development plan for the next 10 years which identifies preferred development areas based on the following objectives:
  - a. Encouraging the natural expansion of the Town in areas contiguous to the Town;
  - b. Phasing development to coincide with incremental improvements to the sewer and water system;
  - c. Providing for a transition from suburban densities within the UGA to rural densities outside the UGA.
3. The Town and the County will work jointly with the Loudoun County School Board and School Administration staff to re-evaluate school needs and preferred locations for new schools once the 10-year preferred development pattern is identified and ultimate densities are determined following completion of the Sewer and Water Master Plan.
4. Development in areas outside of the 10 year area may be considered by the Town and the County through a specific request of a landowner following the process outlined in policies 5 and 6, below.
5. Applications for out of phase development (development in the area outside the 10 year preferred development area) will be evaluated by the Joint UGA Policies Review Committee. The Joint UGA Committee will determine if an application to develop out of phase is to be forwarded to the Town and the County for review and processing. Applications for out of phase development will be

A-3

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evaluated one time a year and accepted for review on March 1 or the first business day thereafter.

6. The Joint UGA Committee will evaluate each proposed out of phase development proposal based on the following criteria. At least one criteria must be met for the application to be forwarded to the Town and County for public hearings:

- a. Creative Idea(s):

The application shall provide a novel idea or concept of land development that was not foreseen by the PUGAMP.

- b. Oversight(s):

A property was overlooked or misinterpreted in the review and development of the PUGAMP.

- c. Change in Surrounding Land Use:

The area surrounding the property in question has changed substantially since the review and adoption of the PUGAMP.

- d. Goals:

The goals of the PUGAMP could be more effectively met or implemented if the application were to be approved.

## *B. Proffers*

Proffers are voluntary commitments which a developer makes to the County or to the Town during the rezoning process to assist in improving the public infrastructure needed to serve new residents or users of the development. The basic premise of the proffer guidelines is that the private sector should share in the costs of capital improvements related to new growth. The proffer guidelines seek to fairly allocate the financial burdens of growth between the general public and those who will benefit directly from the improvements. The guidelines also provide a "level playing field" for the development community by assuring that proffers will be evaluated in a consistent manner.

### **Proffer Guidelines**

(Note: For the purposes of determining which proffer policies apply, any bonus density granted to comply with the Affordable Dwelling Unit Ordinance should be excluded.)

A.4

**CPAM 1999-0001**  
**Purcellville Urban Growth Area Management**  
**Plan/Amendment (Blue Ridge District)**

Adopted July 21, 1999

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A-6

**CPAM 1999-0001, Amendment to Purcellville Urban Growth Area Management Plan to Include Phasing Guidelines**

BOS Adoption July 21, 1999

Town Council Adoption July 13, 1999

Purcellville Urban Area Management Plan, Chapter 7, Section A, Phasing, page 58

In addition to the policies set forth in Chapter 7, Section A "Phasing", page 58, the Board of Supervisors and Town of Purcellville adopted amendments as follows:

**TOWN OF PURCELLVILLE  
URBAN GROWTH AREA**

**PHASING GUIDELINES FOR LAND  
IN THE URBAN GROWTH AREA**

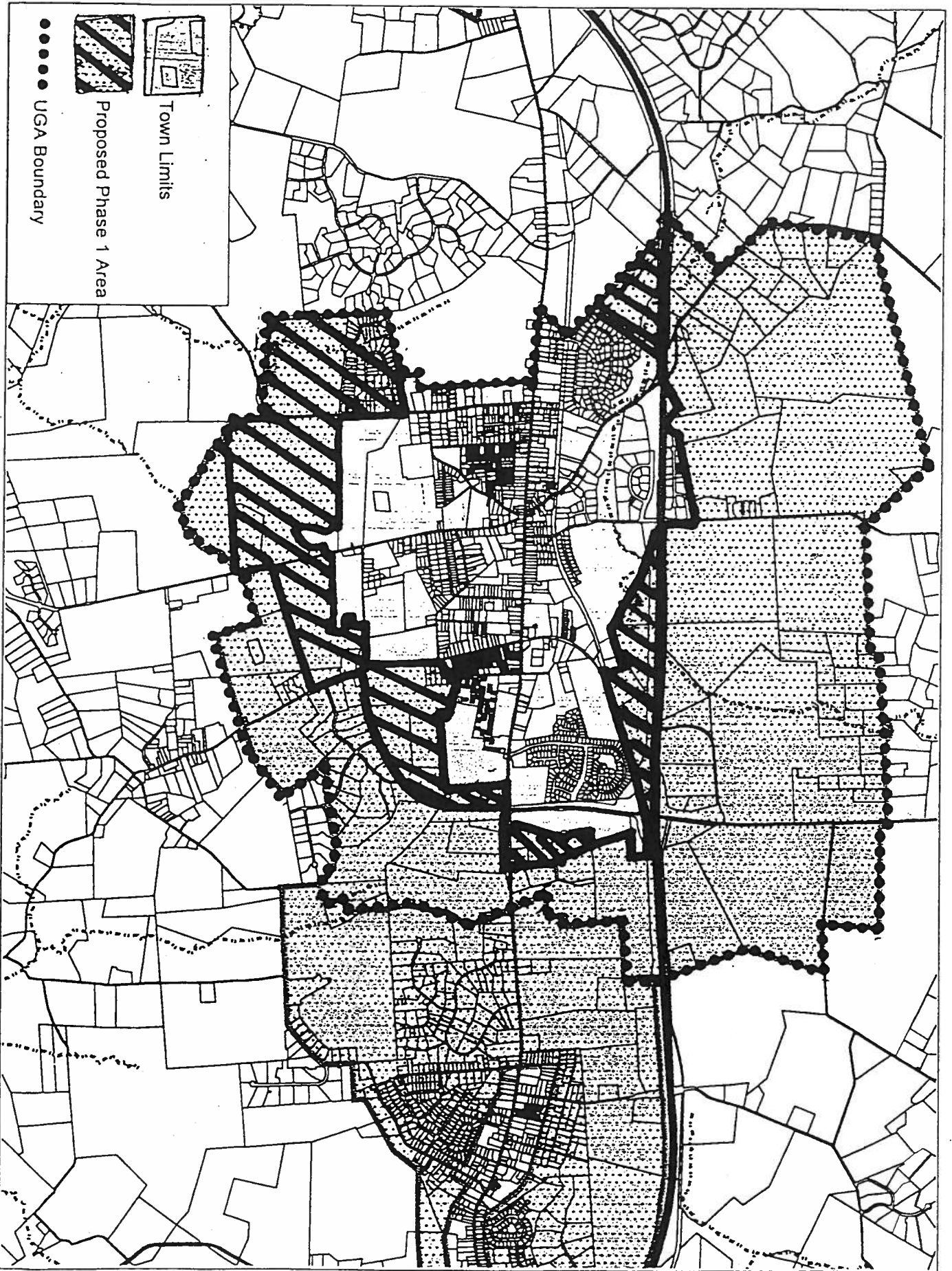
The purpose of this document is to provide guidance to the Town Council and County of Loudoun in determining the timeliness and appropriateness of the development and annexation of property located in the Urban Growth Area around the Town of Purcellville. These guidelines shall constitute an integral part of the Purcellville Urban Growth Area Management Plan. The following specific guidelines shall apply in the Urban Growth Area:

1. Only properties that are contiguous to the corporate limits of the Town are eligible to apply for annexation into the Town.
2. Until such time as these guidelines are amended by the joint action of the Town of Purcellville and the County of Loudoun, property, to be eligible for annexation, must be located within the ten year growth plan identified as Phase I of the Urban Growth Area, as that area is shown on the Phase I Urban Growth Area Map dated May, 1999, incorporated herein by reference.
3. Development proposed for property to be annexed within the Urban Growth Area shall conform with the adopted Purcellville Urban Growth Area Management Plan and shall reflect innovative land design and environmental sensitivity.
4. Development proposed for properties within Phase I shall conform with the uses and densities identified on the Ultimate Land Use Map contained in the Purcellville Urban Growth Area Management Plan. All development for properties in the Urban Growth Area that is not within Phase I shall conform with the uses and densities identified on the Interim Land Use Map contained in the Purcellville Urban Growth Area Management Plan.

5. Annexation and development of property in Phase I of the Urban Growth Area must be within the capability of the Town to provide an adequate water supply and water and sewer plant capacity pursuant to the Town's adopted Capital Improvement Program and pursuant to a plan of phasing incorporated within the annexation and zoning process that insures the Town's ability to provide water and sewer plant capacity in a timely and efficient manner consistent with the Town's Capital Improvement Program.
6. New development on annexed property shall utilize water and sewer service provided by the Town. The extension of such utilities shall be at no cost to the Town or County.
7. All applicants for annexation will be required to enter into a guaranteed purchase contract for water and sewer connections which will specify a minimum number of connections that an applicant must purchase annually. This guaranteed purchase contract shall be secured by the posting of a performance bond in an amount sufficient to provide a level of surety which guarantees that, in the event of failure to purchase the required number of connections in a year, the Town could draw such amount(s) as necessary to cover such shortfall. Applicants shall be required to purchase all water and sewer connections at the then prevailing rate for such connections. In addition to the minimum number of annual connections, each guaranteed purchase contract shall specify the maximum number of water and sewer connections which may be purchased annually by the applicant. Such number shall be based upon forty percent of the approved lots for such development.
8. Any landowner of property contiguous to the Town, but outside of Phase I, as shown on the referenced Phase I map, may request an amendment to these guidelines and the Purcellville Urban Growth Area Management Plan to allow for the out of phase development of such property in accord with the policies set forth in Chapter 7, Section A of the Purcellville Urban Growth Area Management Plan.



PHASE ONE AREA OF THE PURCELLVILLE UGA



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## Loudoun County, Virginia

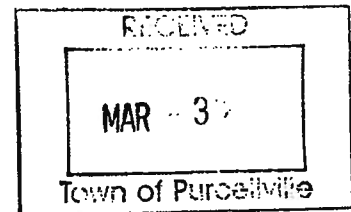
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Office of the County Attorney

1 Harrison Street, S.E., 5th Floor, MSC #06, Leesburg VA 20175-3102

703/777-0307 • Fax 703/771-5025

March 3, 2008



### Purcellville Joint Policies Review Committee

Honorable Robert Lazaro

Honorable James Burton

Honorable Tom Priscilla

Ms. Peggy Maio

Hand-delivered to: Town of Purcellville  
c/o Robert Lohr, Town Manager  
130 E. Main Street  
Purcellville, VA 20132

County of Loudoun  
c/o Kirby M. Bowers, County Administrator  
One Harrison St., S.E.  
Leesburg, VA 20175

Re: Request for out of phase development for Fields Farm property (MCPI 522-29-5928-001)

Dear Committee Members:

On March 1, 2005, the County of Loudoun submitted a letter of application to the Purcellville Joint Policies Review Committee (the "Committee") under the Phasing Guidelines of the Purcellville Urban Growth Area Management Plan (PUGAMP). The application sought consideration for an "out of phase development," which is governed by §§ 5 and 6 of the Phasing Guidelines and the amendments to the guidelines adopted in 1999. The subject of the request was the County-owned Fields Farm property, consisting of approximately 228 acres adjacent to the Town and identified by the parcel number referenced above. On June 15, 2005, the Committee found that the proposal met the PUGAMP criteria. The matter was to be considered as part of an overall review of PUGAMP; however, that overall review was not successfully completed. On November 15, 2007, the County asked to move forward separately with a plan amendment for approximately 44 acres of the Fields Farm property designated for the Upper Loudoun Youth Football League (ULYFL) project.

This letter renews and restates the original request to move forward with an amendment to the PUGAMP to bring the entire Fields Farm property into the Phase I area. The request is bifurcated as follows: (1) 44 acres (approx.) to be used for the

March 3, 2008  
Purcellville Joint Policies Review Committee  
Page 2

ULYFL project will proceed under the pending amendment to PUGAMP initiated by the Town and the County; and (2) the remaining 184 acres (approx.) will be the subject of a separate amendment to PUGAMP, which the Committee has recommended be initiated by the Town and the County. Approximately 2.6 acres of Fields Farm currently lies within the Town's corporate limits. A copy of the 2005 request is attached and is incorporated by reference. It includes the justification for the proposed phasing change, which has been the subject of favorable action by the Committee.

This request is renewed to provide a mechanism for the Town, County and School Board to reach agreement to allow the pending high school project to be developed with Town utilities. In the event that the parties cannot reach an agreement, the 184 acres will remain outside the corporate limits and the Phase I area, and be developed with onsite water supply and sewage disposal.

Thank you for your consideration and attention. If you have any questions, please do not hesitate to call me.

Very truly yours,



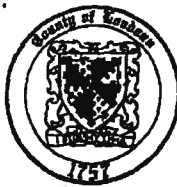
John R. Roberts  
County Attorney

JR

Attachment

cc: Purcellville Town Council  
Loudoun County School Board  
Loudoun County Board of Supervisors  
Robert Lohr, Purcellville Town Manager  
Edgar B. Hatrick III, Superintendent, Loudoun County Public Schools  
Kirby M. Bowers, Loudoun County Administrator  
Martha Mason Semmes, Purcellville Director of Planning  
Julie Pastor, Loudoun County Director of Planning  
Susan Berry Hill, Program Manager, Loudoun County Department of Planning  
Sam Adamo, Director of Planning & Legislative Services, Loudoun County  
Public Schools  
Maureen K. Gilmore, Purcellville Town Attorney  
E. William Chapman, Division Counsel, Loudoun County Public Schools

A-12



Loudoun County, Virginia

[www.loudoun.gov](http://www.loudoun.gov)

Office of the County Administrator

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March 1, 2005

Purcellville Joint JLMA Policies Review Committee

Honorable William Druhan

Honorable James Burton

Mr. Dennis Beese

Ms. Nancy Hsu

**RE: Request for out of phase development for the Fields Farm  
Property MCPI 522-29-5928-001**

Dear Committee Members:

Please accept this letter as an official request for an out of phase development for the Fields Farm property. The property is located in the JLMA generally north of and immediately adjacent to the Town of Purcellville, although approximately 2 acres of the property is located within the corporate limits of the Town. This 230 acre property was purchased by Loudoun County in 2000 and is presently the home of the Mountain View Elementary School. The County proposes to use this property for community educational and recreational facilities. A Special Exception (SPEX 2004-0009) is currently pending to use 46 acres of the site for the construction of a football complex, two softball fields, a lacrosse/rugby field and associated program elements.

The site is more particularly described as Loudoun County Tax Map 35, Parcel 21 [MCPI 522-29-5928-001] and is situated north of the Route 7 Bypass, west of Hillsboro Road (Route 690) and south of Alder School Road. The current zoning is JLMA-3 (Joint Land Management Area-3). Please reference the Property Location Map (Attachment 1).

On January 25, 2005, the County Board of Supervisors received a letter (Attachment 2) from the Chairman of the Loudoun County School Board requesting that an application be made pursuant to the guidelines in the Purcellville Urban Growth Area Management Plan (PUGAMP) for out of phase development for the Fields Farm property. As stated, the School Board is currently considering two sites for a new western Loudoun High School (HS-3). One of these sites is outside of the Town of Hamilton. The second site is the county-owned Fields Farm property in the Purcellville JLMA. The School Board is in the process of researching the viability of both of these sites. A decision on a high school site must be made by July, 2005, in order to achieve a school opening in fall, 2008.

The Board of Supervisors reviewed the School Board's request at their business meeting on February 1, 2005, and voted 9-0 to direct staff to apply for out of phase development of Fields Farm by Purcellville for purposes of extending public utilities to the tract for the high school, Mountain View elementary school, and sports complex (Attachment 3).

A-13

PUGAMP, jointly adopted by the County and the Town in May of 1995, establishes criteria under which properties may be considered for an out of phase development. Policy 5 of the Phasing Guidelines states that at least one of the criteria (Creative Idea, Oversight, Change in Surrounding Land Use, or Goals) must be met in order for the application to be forwarded to the Town and County for consideration. The Purcellville JLMA Committee is designated to review out of phase applications.

We believe the Fields Property meets two of the four criteria for consideration:

**Creative Idea:** Purcellville is centrally located in western Loudoun County and is historically recognized as the cultural and commercial hub for the surrounding communities. Just to the north of Town, the Fields Farm property provides the opportunity to co-locate school and park facilities in proximity to this well established community core. Such a co-location would not only enjoy the benefits inherent in shared school and park facilities but would also create a synergy of uses that would be advantageous to the Town as well as the other western Loudoun communities. The proposed regional facilities would build on the already existing location of the elementary school. The idea for co-located regional facilities in western Loudoun could not have been foreseen at the time PUGAMP was adopted because the Fields tract was not under public ownership until 2000. We believe the Fields tract provides an opportunity to creatively co-locate and centrally position needed public facilities.

The Revised General Plan encourages the co-location of County facilities where they can function effectively as multi-purpose community facilities (Revised General Plan, General Public Facilities Policies, Policy 8, p. 3-9). Shared parking or shared athletic facilities can potentially save tax dollars by reducing building and land costs. The concept of encouraging the co-location of public facilities is not currently included in the PUGAMP policies and it represents a new and creative approach to developing land for public facilities.

**Goals:** Community Goal #5 of the PUGAMP states that "Growth will be planned and orderly to ensure that essential services and utilities are not overburdened. Public facility, utility and service improvements such as the addition of new schools, parks, police personnel and roads will be timed to keep pace with growth." (Chapter 2, Mission Statement and Goals, page 10) The PUGAMP policies also recognize the need to "reevaluate school needs and preferred locations" (Chapter 5, Public Facilities and Utilities, page 46 and Chapter 7, Implementation, page 58) and envision that "A full complement of public facilities and services will be provided to serve a growing population in the Purcellville area" (Policy 3, page 47).

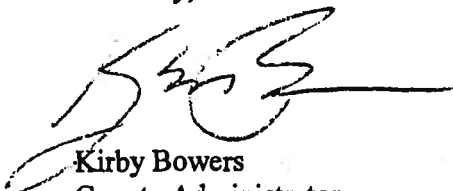
Loudoun Valley High School (LVHS) normally has a capacity of 1332 students; that figure has been bolstered to 1539 with the addition of ten trailers. If all high school students were attending LVHS, it would have a student population of 1822 students, thus placing it 491 students over its normal capacity. (LVHS 8-9<sup>th</sup> graders are currently housed at Harmony Middle School to provide relief to both Blue Ridge Middle School and LVHS). If the new western Loudoun high school fails to open in 2008, LVHS will be 1032 students over its normal capacity. Even with the trailers and the school serving only grades 10 thru 12, the school will have a student population of 1767, thus placing them 228 students over their current capacity with 10 trailers. It is clear that the need for the second high school is absolutely critical to western Loudoun.

PUGAMP anticipates the need for a second high school in western Loudoun as noted on the Existing and Proposed School Locations Map (Figure 10, p. 48, included as Attachment 4). A symbol representing a proposed high school location is shown at the northeast quadrant of the JLMA. However, subsequent to the adoption of PUGAMP in 1995, subdivision plans have been approved for this area and it is currently being developed as the Wright Farm Subdivision. Therefore, the location for the high school within the northeast quadrant of the JLMA, as originally envisioned in PUGAMP, is no longer possible. PUGAMP anticipates the need to re-evaluate locations for prospective school sites. It states that the Loudoun County School Board and School Administration will "re-evaluate school needs and preferred locations" (Policy 2, page 47). As such, the Fields Farm location represents a viable option for consideration furthering the PUGAMP goal of providing public facilities to respond to a community need for a second high school and for recreational facilities that will keep pace with residential growth.

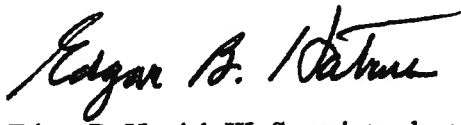
The out of phase development of the Fields Farm property for the second western Loudoun high school site and the proposed football recreational complex, could more effectively implement the PUGAMP policies for the provision of public facilities. There are limited sites in western Loudoun that are both suitable and available for the construction of public facilities. In particular, access to public water and sewer is necessary to gain the best utilization of publicly owned properties. Through the out of phase development, the Fields Farm property could satisfy two critical needs, thereby leveraging scarce land and funding resources. Equally important, use of the Fields Farm property would ideally place the facilities in a western Loudoun location proximate to the population they will serve.

We respectfully ask for the Committee's favorable consideration. We understand that amending PUGAMP to allow an out of phase development would be the first step towards consideration of the Fields Farm property as a location for these public facilities and that if an amendment to the Plan is approved, we will need to proceed with the necessary steps to coordinate annexation and zoning issues directly with the Town. We also understand that additional information is appropriate to fully analyze this request. We are currently preparing supplemental support information that will be presented shortly. These items include a metes and bounds description of the property, a plan demonstrating how the proposed facilities could be accommodated on the site, a traffic analysis and a proposed water and sewer agreement. If the Committee needs any additional information, please let us know. We appreciate the opportunity to submit this request and look forward to discussing this proposal in more detail.

Sincerely,



Kirby Bowers  
County Administrator



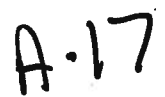
Edgar B. Hatrick III, Superintendent  
Loudoun County Public Schools

Attachments:

1. Location Map
2. Letter from School Board dated January 25, 2005
3. Board of Supervisors action on February 1, 2005
4. Map of Existing and Proposed School Locations in PUGAMP (Figure 10, page 48)

Cc: Loudoun County School Board  
Loudoun County Board of Supervisors  
Purcellville Town Council  
Robert Lohr, Purcellville Town Manager  
Linda Neri, Deputy County Administrator  
Sam Adamo, Loudoun County Public Schools  
Maureen Gillmore, Town Attorney  
Martha Mason Semmes, Purcellville Planning Director  
Julie Pastor, Loudoun County Director of Planning  
Larr Kelly, Assistant County Attorney  
Diane Ryburn, Acting Director of Parks, Recreation and Community Services  
Mark Novak, County Department of Parks, Recreation and Community Services  
John Merrithew, County Division Manager, Loudoun County  
Lou Mosurak, County Department of Planning  
Susan B. Hill, County Department of Planning





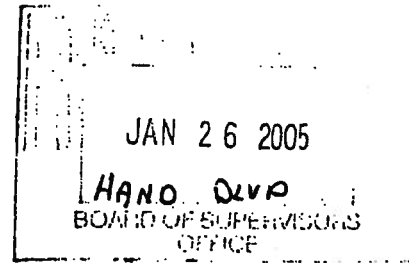


SCHOOL BOARD MEMBER

## LOUDOUN COUNTY PUBLIC SCHOOLS

102 NORTH STREET, N.W.  
LEESBURG, VA 20176

January 25, 2005



Mr. Scott York, Chairman, BOS  
County of Loudoun  
1 Harrison Street  
P.O. Box 7000  
Leesburg, VA 20177-7000

Ref: Purcellville – Out of Phase Utility Development Application

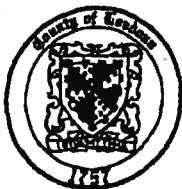
Dear Mr. York:

As you are undoubtedly aware, the School Board's Capital Improvement Program has contained a planned western Loudoun secondary facility since January 31, 2000 with the adoption of the FY2001 Through FY 2006 Capital Improvements Plan. School Board staff has examined a number of sites in western Loudoun that might possibly accommodate the planned facility. At the current time, the top candidates for the new facility are the Nichols tracts (just east of Hamilton) and the Fields property (located just north of Purcellville).

At the last Purcellville Urban Growth Management Plan Meeting on January 20, 2005, Mayor Druhan suggested that the County of Loudoun apply for an out of phase utility development application for both the existing and proposed facilities on the Fields tracts. The extension of utilities to the Fields property would insure that the proposed football complex and the new western Loudoun high school could be constructed on the property. The application, which must be submitted by March 1, 2005, would give the Town of Purcellville and the County the opportunity to holistically review the existing and proposed facilities. The extension of utilities to the property would not only benefit the existing school, but any planned used for the property, thus maximizing the investment that the citizens of Loudoun have made in the Fields property. It would also save taxpayers the expense of acquiring the Nichols property.

The opening of a new school is an event that requires the cooperative effort of a wide range of organizations and individuals to overcome a number of challenges. The planning and construction of HS-3 is certainly no exception to this rule. The School Board and I cannot emphasize enough the importance of our willingness to work cooperatively with the Board of Supervisors and the Town of Purcellville to ensure that the planned (HS-3) high school opens by fall 2008.

A-18



Loudoun County, Virginia

[www.loudoun.gov](http://www.loudoun.gov)

County Administration

1 Harrison Street, S.E., 5th Floor, P.O. Box 7000, Leesburg, VA 20177-7000

Telephone (703) 777-0200 • Fax (703) 777-0325

At a business meeting of the Board of Supervisors of Loudoun County, Virginia, held in the County Government Center, Board of Supervisors' Meeting Room, 1 Harrison St., S.E., Leesburg, Virginia, on Tuesday, February 1, 2005 at 9:30 a.m.

PRESENT: Scott K. York, Chairman  
Bruce E. Tulloch, Vice Chairman  
James G. Burton  
James E. Clem  
Eugene A. Delgaudio  
Sally Kurtz  
Stephen J. Snow  
Mick Staton Jr.  
Lori L. Waters

IN RE: INTENT TO REQUEST OUT-OF-PHASE ANNEXATION BY PURCELLVILLE  
OF FIELDS FARM

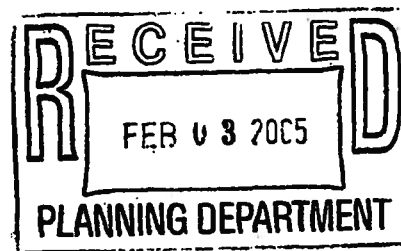
Mr. Burton moved that the Board of Supervisors direct County staff to apply for out-of-phase annexation by Purcellville of Fields Farm for the purpose of extending public utilities to the tract for the high school, current elementary, and the Upper Loudoun Youth Football League.

Seconded by Mr. York.

Voting on the Motion: Supervisors Burton, Clem, Delgaudio, Kurtz, Snow, Staton, Tulloch, Waters, and York - Yes; None - No.

COPY, TESTE:

DEPUTY CLERK FOR THE LOUDOUN  
COUNTY BOARD OF SUPERVISORS



C:\my documents\resolutions\2005 resolutions\02-01-05 bos resolution -s-annexation fields property

A-19

# Purcellville Urban Growth Area Management Plan Existing and Proposed School Locations

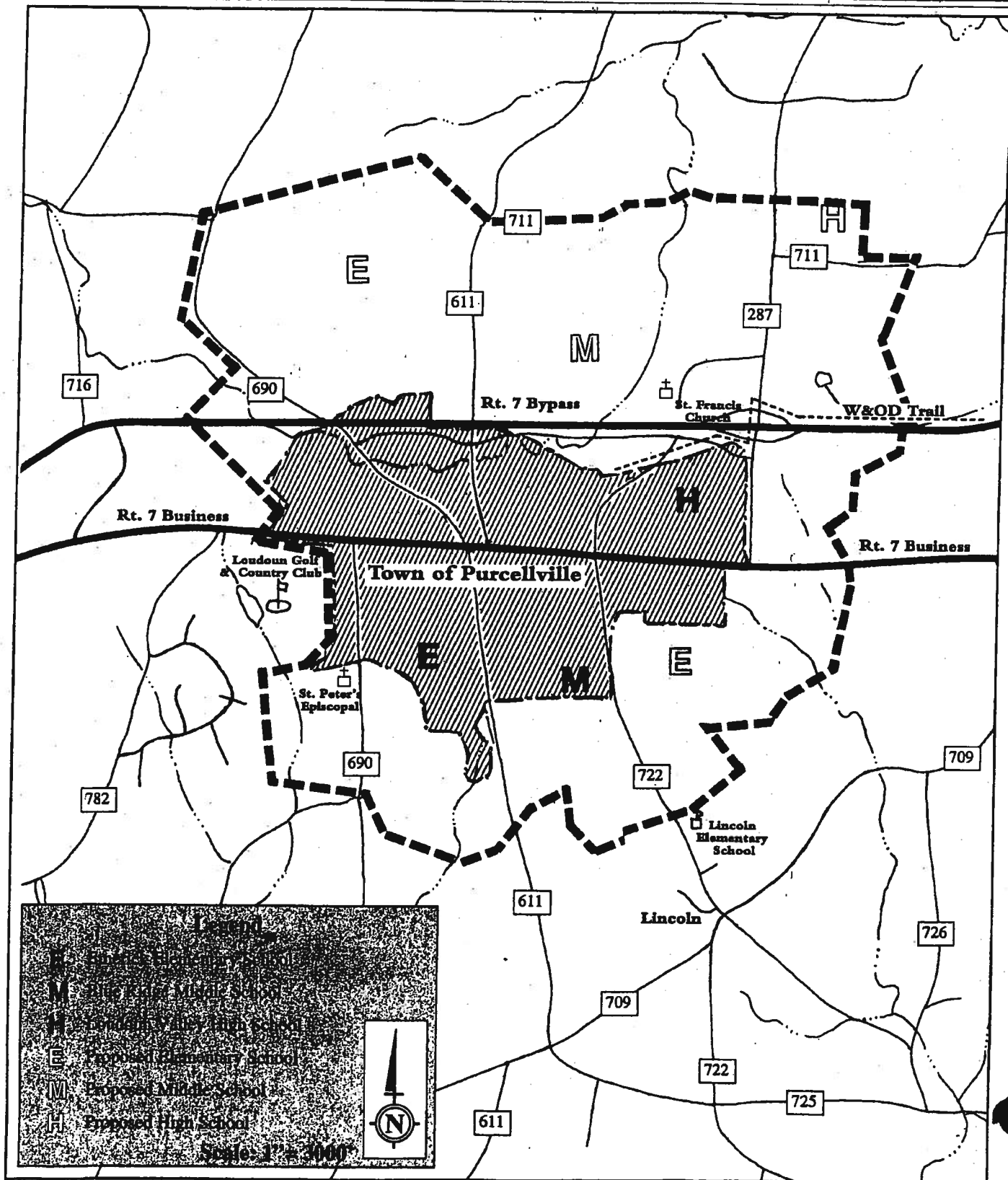


Figure 10.

A-20